
REPORT OF INTERSTATE COMMERCE COMMISSION.

LETTER FROM THE CHAIRMAN OF THE INTERSTATE COMMERCE COMMISSION, TRANSMITTING THE REPORT OF THE COMMISSION IN RESPONSE TO PARAGRAPH 13 OF SENATE RESOLUTION 153, SIXTY-THIRD CONGRESS, FIRST SESSION.

JULY 9, 1914.—Ordered to lie on the table and to be printed.

INTERSTATE COMMERCE COMMISSION,
Washington, July 7, 1914.

TO THE PRESIDENT OF THE SENATE OF THE UNITED STATES.

SIR: I have the honor to submit the attached report of the Interstate Commerce Commission, responsive to paragraph 13 of Senate resolution 153, Sixty-third Congress, first session.

Respectfully submitted.

JAS. S. HARLAN, *Chairman.*

No. 6319.

IN RE FINANCIAL RELATIONS, RATES, AND PRACTICES OF THE LOUISVILLE & NASHVILLE RAILROAD CO.; NASHVILLE, CHATTANOOGA & ST. LOUIS RAILWAY CO.; AND OTHER CARRIERS.

[Senate resolution 153, Sixty-third Congress, first session.]

PRELIMINARY REPORT OF THE COMMISSION TO THE SENATE OF THE UNITED STATES.

The commission has the honor to submit this preliminary report in partial compliance with Senate resolution 153. What is being submitted at this time is responsive to paragraph 13 of the resolution. Much additional information, falling within the other paragraphs of the resolution, has been collected, but because of the limitations under which the investigation has been conducted it has been impossible hitherto to cover the entire field. The limitations referred to arise out of jurisdictional questions which have been raised by the carriers interested and which are now pending in the courts.

The results which are here submitted cover only one year, whereas the resolution requires us to investigate passes granted to the specified classes for a period of three years. The results for this one year

apparently so fully reveal prevailing conditions in this respect that we doubt the necessity of covering the years 1912 and 1911. Upon this point we respectfully await the further instructions of the Senate. It is probable that a similar investigation of the two other years mentioned will be primarily cumulative and would not result in any substantial additional contribution. Every other inquiry directed by the resolution is being prosecuted with the greatest practicable speed, and in due course we expect to submit to the Senate a full and complete report upon every feature of the resolution.

During the year ending December 31, 1913, the Louisville & Nashville Railroad Co. issued to or on account of members of legislative bodies and other public officials, attorneys, newspaper representatives, and various other persons 11,805 free passes, involving 4,577,928 miles of travel, the value of which was \$130,839.65.

These were distributed as follows:

Class.	Number of passes.	Mileage.	Value.
Members of legislative bodies and other public officials.....	6,578	2,155,465	\$61,727.59
Attorneys.....	1,402	874,341	24,520.32
Newspaper representatives.....	2,631	1,118,060	32,246.70
Various other persons.....	1,194	429,062	12,345.04
Total.....	11,805	4,577,928	130,839.65

The following figures directly answer section 13 of the Senate resolution as regards passes issued to and at the request of members of legislative bodies or other public officials:

	Number of passes.	Mileage.	Value.
Annual or term passes:			
Issued to such members or officials.....	617	757,098	\$22,155.24
Issued at their request.....	13	26,155	784.65
Total.....	630	783,253	22,939.89
Trip passes:			
Issued to such members or officials.....	1,193	261,960	7,185.17
Issued at their request.....	4,592	965,130	28,029.13
Total.....	5,785	1,227,090	35,214.30
Other forms of free passes:			
Issued to such members or officials.....	132	133,092	3,292.30
Issued at their request.....	31	12,030	281.10
Total.....	163	145,122	3,573.40
Total of all forms of passes:			
Issued to such members or officials.....	1,942	1,152,150	32,632.71
Issued at their request.....	4,636	1,003,315	29,094.88
Total.....	6,578	2,155,465	61,727.59

The passes shown above as issued on account of members of legislative bodies or other public officials were distributed as follows:

On account of--	Number of passes.	Mileage.	Value.
United States Senator.....	1		
United States Representatives.....	2	204	\$9. 12
Other United States officials.....	139	56,558	1,675. 49
State senators.....	1,556	390,383	11,323. 53
State representatives.....	2,183	505,201	14,850. 06
Other State officials.....	1,769	839,567	23,996. 36
County officials.....	228	167,802	4,674. 49
City officials.....	611	149,290	4,021. 14
Judges.....	89	46,460	1,180. 40
Total.....	6,578	2,155,465	61,727. 59

During the year ending December 31, 1913, the Nashville, Chattanooga & St. Louis Railway Co. issued to or at the request of members of legislative bodies and other public officials, attorneys, representatives of newspapers, and various other persons 22,255 passes, involving 7,133,944 miles of travel, the value of which was \$209,420.96.

These were distributed as follows:

Class.	Number of passes.	Mileage.	Value.
Members of legislative bodies and other public officials.....	16,580	5,573,135	\$164,524. 81
Attorneys.....	291	153,261	4,442. 81
Newspaper representatives.....	1,310	348,738	10,096. 56
Various other persons.....	4,074	1,058,810	30,446. 78
Total.....	22,255	7,133,944	209,420. 96

The following figures directly answer section 13 of the resolution as regards passes issued to and at the request of members of legislative bodies and other public officials:

	Number of passes.	Mileage.	Value.
Annual or term passes:			
Issued to such members or officials.....	344	377,621	\$11,305. 51
Issued at their request.....	2		
Total.....	346	377,621	11,305. 51
Trip passes:			
Issued to such members or officials.....	804	177,006	5,209. 85
Issued at their request.....	15,293	4,945,832	146,129. 94
Total.....	16,097	5,122,838	151,339. 79
Other forms of free passes:			
Issued to such members or officials.....	99	58,793	1,571. 78
Issued at their request.....	38	13,883	307. 73
Total.....	137	72,676	1,879. 51
Total of all forms of passes:			
Issued to such members or officials.....	1,247	613,420	18,087. 14
Issued at their request.....	15,333	4,959,715	146,437. 67
Total.....	16,580	5,573,135	164,524. 81

The passes shown above as issued on account of members of legislative bodies and other public officials were distributed as follows:

On account of--	Number of passes.	Mileage.	Value.
United States Senators.....			
United States Representatives.....			
Other United States officials.....	151	37,757	\$1,097.39
State senators.....	5,814	1,788,560	52,961.50
State representatives.....	8,439	2,969,038	87,713.06
Other State officials.....	1,086	444,158	13,089.29
County officials.....	388	130,540	3,700.00
City officials.....	532	143,125	4,163.50
Judges.....	170	59,957	1,800.07
Total.....	16,580	5,573,135	164,524.81

It must be remembered that the passes here enumerated cover only passes held by classes of persons specified in the resolution. The list does not embrace, for instance, passes granted to officials and employees of railroad companies.

The examiners of the commission have reported only the amount of travel actually established through an examination of the companies' records. Due to the incompleteness of the reports of the conductors of passenger trains, the exact amount of free travel on the part of the classes of persons embraced within the inquiry could not be correctly ascertained. It is doubtless substantially greater than what is here reported. An effort was made to establish the extent of the use of each individual pass. The examiners' lists show a considerable number of names of holders whose passes were apparently not presented on trains. It is probable that many if not all of the passes upon which no travel was established were not used by their holders at all. It is equally probable that other passes were used to an extent not revealed by the records.

The examiners also compiled illustrative correspondence tending to show the motives which actuated recipients and givers in these pass transactions. These letters, as might be expected, reflect many varieties of states of mind on the part of the givers and of the seekers after favors from the timidly suggestive to the boldly intimidating and threatening.

In order to properly compile the required information lists of pass holders in the various classes were prepared. Such lists reveal the manner in which these carriers have dipped into practically every domain of public and private life through the instrumentality of the free pass. There is scarcely a walk of life which is not represented in this procession of recipients of passes from the Federal bench to the local politician and the sheriff who summons the jury. The threads represented by these passes tie thousands of citizens to the carriers through improper relations. The lack of morality reflected by the facts here compiled is a menace to the institutions of a free people. These citizens who sell their influence quite as much as though they accepted money bribes seem to be as willing to be tied as the carriers are ready to tie them. Men pledge their influence quietly in the home or school or club, in the professions, in business, in city councils, in administrative boards, in courts of justice, in legislative halls, and at the polls.

As shown by the above tables the aggregate value of the actual travel upon these passes which it was possible to establish statistically is \$340,260.61. This is a substantial sum. If all the travel upon the passes in question could have been established the sum would doubtless have been materially increased; yet it is not an amount which can financially cripple any large system of railways. The financial magnitudes involved, however, are as nothing compared with the impairment of public and private morality shown to have resulted from this giving and receiving of passes. The lamentable features of the situation are so perfectly obvious that they scarcely require further characterization.

This investigation being pursuant to a resolution of the Senate is not one in which we can make an order. We have, however, had in progress for some time a general investigation of free transportation. It is our intention in that investigation to issue an order dealing with that practice.



